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REPORT SERIES 1987

AMO SUBMISSION TO PROVINCIAL PREMIER AND EXECUTIVE COUNCIL OF ONTARIO

THE ASSOCIATION OF MUNICIPALITIES OF ONTARIO
MARCH 1987

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ASSOCIATION OF MUNICIPALITIES OF ONTARIO

The Association of Municipalities of Ontario, a non-partisan voluntary organization, is united to promote the values of the municipal government system and the status of the municipal level of government as a vital and essential component of the total intergovernmental framework of Ontario and Canada.

The Association acts as the collective voice of Ontario's municipal governments and is organized to accomplish through cooperation and coordination, what the majority have neither the time nor the resources to do individually.

The Association represents some six hundred (600) municipal governments throughout Ontario. The governing body is composed of some eighty (80) municipal elected and appointed officials, who in turn represent a wide-range of municipal government interest.

The following sections and affiliated municipal professional associations form an important part of the Association's structure and therefore, play an important part in its activities in terms of the Board of Directors, program and policy development:

Association Sections:

* County and Regional Section
* Large Urban Section
* Northern Ontario Section (FONOM/NOMA)
* Rural (ROMA) Section
* Organization of Small Urban Municipalities Section

Association Affiliates:

* Association of Municipal Clerks and Treasurers of Ontario
* Association of Municipal Tax Collectors of Ontario
* Municipal Engineers Association
* Ontario Municipal Administrators Association
* Ontario Municipal Personnel Association
* Ontario Municipal Social Services Association
* Society of Directors of Municipal Recreation of Ontario
* Urban Finance Officers Association of Ontario

To the Municipal Clerk:

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AMO SUBMISSION TO PROVINCIAL PREMIER AND EXECUTIVE COUNCIL OF ONTARIO

March 11, 1987

Cornwall, Ontario

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Right: Ontario Premier David Peterson (centre) with AMO President John Gerretsen, Mayor, City of Kingston (right) and Administrative Vice-President William Rice, Chief Commissioner, City of Sudbury. Below, left: AMO Executive (left to right), Claudette Millar, Immediate Past President and Mayor, City of Cambridge; Michael Power, Vice-President and Mayor, Town of Geraldton; Doris Brick, First Vice-President and Councillor, City of Peterborough; John Gerretsen, President and Mayor, City of Kingston; William Rice, Administrative Vice-President and Chief Commissioner, City of Sudbury; Michael Dietsch, Vice-President and Councillor, Town of Niagara-on-the-Lake. Right: (left to right), Honourable Bernard Grandmaitre, Minister of Municipal Affairs; Honourable David Peterson, Premier and President of the Executive Council of Ontario; Honourable Robert Nixon, Treasurer of Ontario.

INTRODUCTION

Mr. Premier, the Association of Municipalities of Ontario is very pleased to meet once again with you and the members of the Executive Council of the Province of Ontario. There has been much activity since AMO last met with Cabinet on March 19, 1986 in Hamilton. The government has introduced new legislation and programs, many affecting local government.

Of particular interest to the municipal sector are:

- proclamation of Part IX of the Environmental Protection Act, the Spills Bill;
- reform of rent review and establishment of the Residential Rental Standards Board;
- introduction of Bill 154, An Act to Provide for Pay Equity in the Broader Public Sector and in the Private Sector;
- Bill 112, An Act to Amend the Environmental Protection Act regarding pollution fines;
- the Municipal Industrial Strategy for Abatement;
- introduction of draft amendments to the Occupational Health and Safety Act;
- the "Assured Housing for Ontario" program, with the intent to increase "affordable" housing, and provide more cooperative and non-profit units;
- the release of the white paper "Health and Social Service Strategies and Initiatives for Ontario's Seniors", with the intent to reform services for the elderly;
- the Provincial-Municipal Social Services Review, a review of the roles, relationships and cost-sharing of the existing provincial-municipal social services delivery system;
- a review of Ontario's welfare system by establishing the public consultation process under the Social Assistance Review Committee;

- a review of the Foodland Preservation Policy Statement of the Planning Act;

- a review of the Municipal Elections Act, with the intent of changes for the 1988 local elections;

- the government's two streams of activity with respect to the insurance crisis - the Slater Commission Report plus the Advisory Committee to the Minister of Municipal Affairs regarding Municipal Liability Insurance.

AMO realizes that this list could be longer. The Association brings this to the attention of Cabinet to:

- thank the present government for its new programs and legislative initiatives;

- emphasize that some key **municipal** priorities are absent from the above list;

- clearly illustrate AMO's involvement in the development of public policy.

AMO and the Development of Public Policy

The government has had a busy year. AMO also has been working at capacity, in an effort to provide the Government of Ontario with detailed and accurate information on how these many new initiatives impact municipal governments, large and small, urban, rural and northern.

The following is not an all inclusive list of major undertakings by the Association in its efforts to assist the government in developing workable legislation:

- 86-3: Response to the Report Taxing Matters (property assessment)
- 86-5: Report on Amendments to the Planning Act
- 86-7: Response to the Provincial Government's Discussion Paper on Pay Equity
- 86-11: Response to the Foodland Preservation Policy Statement
- 86-13: Report on Deinstitutionalization
- 86-14: Response to MISA

- 86-15: Response to "Issues and Options" - Interim Report on Municipal Elections
- 86-16: Response to the Right to Farm Advisory Committee's Report
- 87-1: A Proposed Model of Collective Bargaining and Required Amendments to the Fire Departments Act
- 87-4: AMO Report on the Rental Housing Protection Act
- 87-5: The Future of Social Assistance in Ontario - A Report to the Social Assistance Review Committee

Yet to come are the AMO comments on Bill 154 - An Act to Provide for Pay Equity in the Broader Public Sector and Private Sector, municipal licensing legislation, lot levy and front-end financing legislation, a model municipal delivery mechanism for community services for seniors, to name only a few projects currently in process.

Municipal Government Priorities

Although the government is currently embarked upon a program of legislative reform, **there are key municipal priorities not yet addressed by this government.**

AMO's Cabinet brief will speak to municipal governments' plan for action.

Municipal government priorities are:

I. Provincial-Municipal Relations
II. Infrastructure Funding
III. Waste Management Programs
IV. Foodland Preservation Policy Statement/The Right to Farm
V. Collective Bargaining and Amendments to the Fire Departments Act and Police Act
VI. Provincial-Municipal Consultation.

I PROVINCIAL-MUNICIPAL RELATIONS

Transfer Payments

Recommendation:

1.1 The Association of Municipalities of Ontario recommends to the Government of Ontario that the future level of transfer payments to municipalities be greater than the current inflation rate.

Rationale:

AMO and the municipal sector have observed the trend to devolve responsibility for government programs to the local level. This is not a recent phenomenon. We do not wish to elaborate on the history of the development of municipal government at this point in time; however, the present government should be aware that the many new recent programs and legislative changes have continued this trend and have had a collective impact on municipal budgets.

The Municipal Industrial Strategy for Abatement will have a significant financial impact on future municipal sewer and water plant operations. Bill 112, An Act to Amend the Environmental Protection Act, increased the penalty provisions under the Environmental Protection Act for municipalities to a minimum of $2,000 and a maximum of $50,000 per day for a first conviction and a minimum of $4,000 and a maximum of $100,000 per day for a subsequent conviction. With respect to landfill sites, the Environmental Assessment procedures and the Waste Management Master Plan process have added significantly to municipal costs for such basic services as garbage disposal.

Although AMO does not argue the benefits to improvements to our welfare system, recent announcements such as the increase to the shelter allowance component of General Welfare Assistance and increases to the welfare rate have contributed to higher municipal social service budgets.

AMO supports this government's program to introduce pay equity to the municipal sector, and hopes to work with the government in its implementation. However, it is an unfortunate fact that an end to systematic

discrimination will have a price tag. In the future, municipalities will have to budget for consultants' fees for job evaluation. The most highly affected employee groups and corresponding departmental budgets will be daycare workers, public health nurses, library workers, community service workers, clerical and secretarial staff. Bill 154, An to Act to Provide for Pay Equity in Broader Public Sector, will require municipalities to commit 1% of payroll per year towards pay equity costs. (However, salary costs and benefits are on-going operational expenditures.)

The Association has a particular interest in the future impact of school funding on the local tax base. School taxes have contributed more to the recent rise in local taxation, growing 9.0% per household on an annual basis since 1981, compared to 7.3% annual growth in municipal taxes[1].

AMO, for many years, has endorsed resolutions requesting the provincial government to fully fund education. The Association, in its comments to the MacDonald Commission, "Report of the Commission on the Financing of Elementary and Secondary Education in Ontario", urged the government to determine a mechanism for removing all education costs from the property tax base. As an interim solution, AMO stated that the Ontario government should return to the province-wide minimum formula of 60% provincial/40% local education funding. AMO is interested in the government's progress on this issue.

According to provincial statistics, municipalities received in 1986-87 an overall 5.4% increase in transfer payments. AMO acknowledges that this is slightly above the provincial inflation rate. However, according to "Economic and Fiscal Review of the Province of Ontario" released by the Ministry of Treasury and Economics in November 1986, municipal spending is expected to grow by 7.9%.

AMO suggests that there are two major causes for increased municipal expenditures well above the inflation rate: **the increased responsibilities of municipal government legislated by the province; and increased school taxes.**

Hopefully, transfer payments to municipalities for 1987-88 will reflect these realities, and be well above the current rate of inflation, at least at the rate of increase of total provincial revenues.

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1 Economic and Fiscal Review: Province of Ontario, Ministry of Treasury and Economics, November 1986, page 79.

Recommendation:

1.2 The Association urges the government to coordinate a more comprehensive grant announcement.

Rationale:

The timing and details of all municipal transfer payments are of concern to all municipalities. AMO would first thank the government for some improvements in the timing of some grant announcements. The Honourable Bernard Grandmaitre, Minister of Municipal Affairs, announced on November 7, 1986, the details of the 1987 unconditional grants program. The Honourable Ed Fulton, Minister of Transportation and Communications, provided information on provincial contributions for municipal road construction and maintenance (a 4.6% increase plus the $30 million Municipal Improvement Fund for roads) early in November 1986.

In November 1986, the Honourable John Sweeney, Minister of Community and Social Services, recognizing that municipalities required some lead time, announced improvements for social assistance benefits such as a 5% increase in basic allowances, a $50 increase for GWA recipients in commercial boarding home situations, etc., which were effective January 1, 1987.

AMO thanks the government for recent improvements developed by the Honourable John Sweeney, Minister of Community and Social Services, and the Honourable Robert Nixon, Treasurer of Ontario, to improve the cash flow for those municipalities administering General Welfare Assistance. Effective May 1987, municipalities will be able to take advantage of a system for the electronic transfer of funds and more timely payment dates (the 1st day of the month, 50% of the monthly total; the 16th of the month, 35% of the monthly total; with 15% paid upon receipt of a month-end report).

However, Ministries continue to announce program changes and provincial budget allocations long after municipalities have established their budgets. AMO does not disagree with recent improvements to Ontario's welfare system such as the increase in the shelter component of General Welfare Assistance announced in June 1986 and effective September 1986. AMO suggests that these should be **timed** in concert with municipal budgeting processes.

AMO was pleased to hear from the Honourable John Sweeney, Minister of Community and Social Services, on February 23, 1987, that the

Ministry is aware of these concerns regarding program changes which increase municipal social services budgets, mid-year. Hopefully, a mechanism can be developed jointly with the Ministry and AMO to enable all to respond to these "emergency" situations.

AMO does stress the need for consultation and timing of program announcements to maximize their effectiveness at the local level.

Unconditional Grants

Recommendation

1.3 The Association of Municipalities of Ontario recommends increased funding for the unconditional grants program.

Rationale:

Philosophically, AMO supports the deconditionalization of all transfer payments. More specifically, AMO has been working with the Ministry of Municipal Affairs on improvements to the existing unconditional grants program. AMO is very pleased with the cooperative approach of the Ministry of Municipal Affairs in providing assistance for this project. However, much more could be achieved by the review process if it were less "financially constrained".

AMO thanks the government for the 1987 unconditional grants announcement. Most of the Association's proposed policy changes were adopted in 1987. The Minister also included a 5% grant increase to northern and eastern Ontario municipalities, a 2% guarantee for all municipalities, and a 50% increase in the payments-in-lieu (under Section 160 of the Municipal Act).

Hopefully, the 1988 unconditional grants program will address the remaining problem areas, such as: inclusion of the police per household grants in the calculation of the levy base for the General Support Grant and the Northern Support Grant; continuation of the reduction of the Resource Equalization Grant to 10% of the total funding, with more reliance on the general support and per household grants, etc.

It must be emphasized however that fairness, equity and stability of the program can only be achieved if more dollars are allocated to the unconditional grants program.

AMO, on behalf of its member municipalities, would like to bring to the attention of the government concerns with respect to specific conditional grants, primarily those under the programs of the Minister of Transportation and Communications and Minister of the Environment.

II INFRASTRUCTURE FUNDING

Roads Grants

Recommendation:

2.1 The Association recommends that the provincial government review the current municipal road funding deficiencies with a view to significantly increasing Ministry of Transportation and Communications allotment to the municipal road subsidy program and to the Municipal Improvement Fund.

Rationale:

Municipal concerns regarding the deterioration of municipal infrastructure have been highlighted to both the federal and provincial governments, by many organizations in well-documented papers. AMO, the Federation of Canadian Municipalities, The Road Information Program (TRIP) of Canada, and the Ontario Good Roads Association have all called for an increased financial commitment for roads.

AMO recognizes that the Ontario government has recognized the validity of these concerns and, in the 1986-87 Provincial budget, introduced the $60 million Municipal Improvement Fund ($30 million for municipal roads projects and $30 million for urban transit).

In 1986, the Large Urban Section of AMO surveyed the urban centres of the province to assess roads funding requirements. The following table presents a rough estimate only of some expenditure shortfalls. The expenditure shortfalls are likely larger than illustrated in that many municipal councils have responded to the need for road work by allocating more municipal dollars.

In the 1985 municipal fiscal year, the following road expenditure shortfalls for immediate or annualized five-year road supply requirements were incurred:

Municipality	Road Expenditure Shortfalls ($ million)
Brantford, City of	15.8
Brampton, City of	5.8
Burlington, City of	7.2
Kitchener, City of	10.5
Niagara Falls, City of	11.4
North Bay, City of	2.0
North York, City of	15.8
Oshawa, City of	6.7
Sault Ste. Marie, City of	7.8
Thunder Bay, City of	11.1
Windsor, City of	18.0

1987 statistics would likely prove an even greater shortfall.

Sewer and Water Grants

Recommendations:

2.2 The Association recommends that the government phase in future environmental improvements with significant cost component, pending financial agreements.

2.3 The Association recommends that the Province of Ontario pursue a tri-level financial agreement for infrastructure, exploring avenues such as federal-provincial transfers for job creation and economic development, exemptions of municipal infrastructure from federal sales tax, loans to the provinces from the Canada Pension Plan, etc.

Rationale:

AMO is very concerned about the future costs of the Municipal Industrial Strategy for Abatement (MISA) and the related environmental regu-

lations of Bill 112, An Act Respecting the Enforcement of Statutes related to the Environment (which received Royal Assent, December 18, 1986).

AMO supports this government's emphasis on environmental clean-up. However, strict pollution control standards for municipal sewage treatment plants must be accompanied by more dollars to upgrade existing municipal plants and for major capital expansion.

Under the MISA proposal, municipalities will be required to abate the 15 conventional pollutants plus an additional 169 contaminants. Municipalities will be responsible for monitoring indirect dischargers. It has been estimated that there are approximately 12,000 industries discharging into the municipal sewage system.

According to a recent Ministry of the Environment publication, "Report on the 1985 Discharges from Municipal Waste Water Treatment Facilities in Ontario", sanitary wastes were collected and treated by 403 treatment systems throughout the province. Municipally-operated facilities numbered 171 (42%) while Ministry of the Environment operated facilities numbered 232 (58%).

According to the statistics, 32 treatment plants did not meet the Ministry's effluent requirements specified by the Ministry of the Environment (either site specific as indicated in the Certificate of Approval, or general as outlined in Ministry Policies) for three years running - 1983, 1984 and 1985. Twenty-one of these 32 plants or 66% were operated by the Ministry of the Environment!

In 1985, 99 treatment facilities or 25% (58 MOE operated) did not meet effluent requirements for conventional parameters (Biochemical Oxygen Demand (BOD), Suspended Solids for Total Phosphorous). According to the 1985 report, "some treatment facilities fail because of operational inadequacies, some require modification to process equipment on the collective system, and others require major capital expansion."

It is obvious that many Ministry of the Environment **and** municipally-operated sewage treatment plants are unable to comply with present-day standards. Stricter standards must be accompanied by financial capability.

AMO is in agreement with the Honourable James Bradley's statements that rehabilitation of Ontario's sewage treatment systems require federal funding and that the municipal call for financial support from the

province and the federal government, with respect to MISA, is essential. The Association therefore recommends that the province assist municipalities financially in all stages of the strategy and that the enforcement of new pollution control standards for municipalities be postponed until such time that the provincial financial commitment is confirmed.

In January 1987, the Honourable Tom McMillan, federal Minister of the Environment, corresponded to AMO indicating that he shared concerns regarding municipalities' deteriorating infrastructure. It was suggested that federal funding in terms of federal-provincial economic agreements was perhaps a viable option. AMO has always suggested that regional economic agreements and job creation programs could be utilized for the dual purposes of stimulating the economy and infrastructure rehabilitation. Hopefully, this will be on the agenda at the next First Ministers' Conference.

III WASTE MANAGEMENT

Recommendation:

3.1 As the protection of the environment is of interest to all, the Association urges the government to provide a comprehensive funding program for all aspects of waste management: waste management master planning, site assessment and approval processes and capital construction.

Rationale:

Since the creation of the Ministry of the Environment in 1972, the regulatory framework surrounding municipal waste management has become increasingly complex and costly for municipalities. Municipalities are now required to develop comprehensive waste management master plans with specific undertakings subject to the rigorous approval processes of the Environmental Assessment Act. The Ministry of the Environment has also upgraded the standards for municipal landfill sites. While the province has strengthened and expanded its regulations, there has been no parallel attempt to assist municipalities in meeting the dramatically increased costs associated with the level of environmental protection required by the province.

The preparation of a waste management master plan marks the beginning of an extremely long and expensive process. There are three stages in the study process with the 2nd and 3rd stages having 'A' and 'B' phases. Each stage involves public consultation/participation and concludes with a report. The final report of stage three is a master plan document.

The preparation of a master plan is a long and expensive process in itself. The Village of Milverton and the Townships of Mornington, North Easthope and South Easthope, representing a combined population of 8,500 spent $85,000 or $100 per person to get a complete master plan. The County of Wellington's original budget was $67,000 when they started in 1983; however, the budget is now up to $273,000. The City of Kingston and the Township of Kingston Joint Waste Management Study is currently estimated to cost $465,000 for the plan only. Finally, the Municipality of Metropolitan Toronto recently found that its master plan could cost $7.5 - $10.5 million.

Master plans are only the tip of the iceberg in terms of the costs. Once the master plan is completed, approval under the Environmental Assessment Act is required. The Environmental Assessment document must include an evaluation of alternatives to the proposed project as well as alternatives to the methods of carrying out the undertaking. In selecting the preferred alternative the proponent must identify evaluation criteria alternatives, environmental effects and ways to avoid/ reduce effects, and based on this, evaluate the advantages and disadvantages and select the preferred alternatives. The public and government ministries and agencies should be involved throughout this process. Having completed all of these requirements, the municipality submits an environmental assessment document. Obviously, this process is an expensive one. In addition to the consultants fees, and the costs of detailed design work and site testing, most municipalities end up hiring a full time public participation coordinator.

Once a municipality has completed its plan and obtained all the necessary approvals, the municipality is faced with the real big ticket item, the capital costs of constructing a new landfill and/or an energy from waste plant. The Village of Milverton (et al) estimates that by the time their landfill receives its first waste, they will have spent $450,000 - $500,000 (without a hearing under the Environmental Assessment Act). The County of Wellington estimates that a 200 - 300 acre landfill and transfer station will cost 3 - 4 million dollars including land acquisition, with annual operating costs of $1.8 million. An energy from waste plant combined with a landfill will cost $14 million.

Municipalities and the Ministry of the Environment want good sound long range planning for waste management with specific undertakings subject to detailed scrutiny by the public and various review agencies. The Association notes the existing programs under the Minister of the Environment which provide assistance for 50% of the study costs for waste management master plans for regional municipalities or a group of municipalities which agree to jointly operate a facility. There are also limited funds for up-grading existing sites. However, as illustrated by AMO, the costs associated with siting and building a waste management facility are much beyond the scope of these existing programs. Hopefully, the members of Cabinet will give serious consideration to AMO's request for a more comprehensive grant program.

Recommendation:

3.2 The Association recommends that the Municipal Act be amended to permit counties to implement collection and/or

disposal systems without the unanimous consent or participation of all local municipalities within the county and to ensure that the capital and operating costs of county waste management systems are shared by those local municipalities participating in the system.

Rationale:

Currently, the Municipal Act permits counties to become involved in the operation of joint collection and disposal systems only if they can reach agreement with all municipalities within the county system. The Association believes that this option is not being utilized to any great extent because that condition has proven to be too onerous. The legislation should not prevent the implementation of a county-wide or partial county collection and/or disposal system provided the operating costs of such a system, including administrative costs, are shared only by those municipalities participating in the system.

AMO, on behalf of its member municipalities, would like to bring to the attention of the government, concerns regarding specific programs and legislation.

IV FOODLAND PRESERVATION POLICY STATEMENT/THE RIGHT TO FARM

Recommendation:

4.1 The Association of Municipalities of Ontario recommends that the future Foodland Preservation Policy Statement enable municipalities to implement policies for the protection of prime farmland, in accordance with local planning policies and local circumstances.

4.2 The Association of Municipalities of Ontario encourages the government to introduce, for public comment, right to farm legislation similar to the New Brunswick Agricultural Operations Practices Act;

and further, that this not include a Farm Practice Protection Permit for farm-related severances.

Rationale:

The Association supports in principle the government's attempt to preserve prime agricultural land as contained in the draft Foodland Preservation Policy Statement circulated for public comment in the spring of 1986. However, AMO has concerns regarding the draft and its encroachment on municipal planning policies and local autonomy. The Association has stated that farm-related severances should continue to be permitted on prime agricultural land, but in accordance with local official plan policies which reflect local circumstances. There cannot be a "blanket" planning policy for the whole province.

In November 1986, AMO informed the Honourable Jack Riddell, Minister of Agriculture and Food, of its fears with respect to particular recommendations of the Right to Farm Advisory Committee. AMO supports the Minister in developing right to farm legislation, and endorses general legislation related to nuisance and normal farm practices.

However, the rural municipalities of Ontario do not support an additional level of bureaucracy in the planning process, the Farm Practice Protection Board and its proposed role regarding permits and farm-related severances.

It has been suggested that the next edition of the draft Foodland Preservation Policy Statement will be released for input, probably in the fall of 1987. Hopefully, the next draft will have addressed these municipal concerns. AMO and the Rural Section (ROMA) offers its assistance in developing good general right to farm legislation modelled on the New Brunswick legislation, and a workable Foodland Preservation Policy Statement.

V COLLECTIVE BARGAINING AND AMENDMENTS TO THE FIRE DEPARTMENTS ACT AND THE POLICE ACT

Recommendation:

5.1 The Association of Municipalities of Ontario recommends that the government introduce in the Legislature as soon as possible, amendments to the Fire Departments Act, which would include the proposed new model of collective bargaining plus amendments to enhance the administration of fire services.

5.2 AMO recommends that the government also introduce in the Legislature amendments to the Police Act, based on AMOs positions during the past discussions of the Police Act Review Committee.

Rationale:

Amendments to the Fire Departments Act and the Police Act have been of long-standing concern to AMO.

The concerns are twofold regarding the Fire Departments Act. First, the current model of collective bargaining in the Act is deficient and the system of binding arbitration that accompanies it is weak and unfair to both parties.

Second, to the extent that management in essential public services has certain rights protected since the manner in which the administration of such services is carried out can have a profound impact on public welfare, the Fire Departments Act binds the hands of management by permitting the bargaining of key management rights.

For over 14 years, AMO has attempted to gain amendments to the Fire Departments Act but, to date, no substantive action has been taken.

In 1982, AMO produced a brief on proposed amendments to the Fire Departments Act. A new brief which is an extension of that material was released by AMO in January 1987.

AMO's 1987 Brief

The 1987 brief is divided into two parts. The first part provides a proposed model of collective bargaining with a brief explanation of the intent, general theory of impasses and a comparison of collective bargaining legislation in other jurisdictions in Ontario. The second part provides amendments required for better administration of fire services.

AMO's Model

The AMO model is not radically new but, rather, uses many of the features found in other pieces of collective bargaining legislation in Ontario.

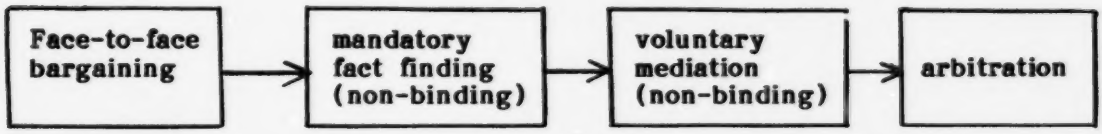
The model has three underlying philosophies:

1. the best form of collective agreement is one that the parties have themselves found;

2. the parties may need information and assistance rather than binding intervention when an impasse occurs; and

3. each party should be treated equally and fairly under the Act.

AMO's proposed model would have the following format in the event an impasse is reached:



This inclusion of additional non-binding steps can also be found in:

- the Ontario Labour Relations Act;
- the Crown Employees Collective Bargaining Act;
- the Hospital Labour Disputes Arbitration Act;
- the School Boards and Teachers Collective Negotiations Act; and
- the Police Act.

AMO is equally concerned with respect to revisions to the Police Act and is in the process of developing a similar brief on police legislation. Hopefully, this government will see fit to introduce two Bills in the Legislature, Amendments to the Police Act and Amendments to the Fire Departments Act.

VI PROVINCIAL-MUNICIPAL CONSULTATION

Mr. Premier, the Association would like to thank you and your Cabinet for your accessability. The Association has participated over the past year in many meetings on the issues identified in this brief, and on a multitude of others.

AMO and the Minister of Municipal Affairs, the Honourable Bernard Grandmaitre, have organized bi-monthly meetings. In addition, the Association consults at least monthly with individual members of Cabinet on specific issues.

AMO appreciates the fact that Cabinet Ministers are approachable. However, perhaps it is now time to discuss the effectiveness of this dialogue.

We would like to emphasize that the Association's policy reports are not one opinion, but the collective opinion of some seven hundred (700) member municipalities. The Association represents one level of government speaking to the provincial (or federal) level of government.

There is some recognition of the Association's efforts to provide a consolidated municipal voice. AMO is pleased to observe that Bill 154, An Act to Provide for Pay Equity in the Broader Public Service and the Private Sector, does contain many of the principles identified by AMO in its comments on the Provincial Government Discussion Paper on Pay Equity. AMO appeared before the Standing Committee on the Administration of Justice in early March to support Bill 154 and to suggest refinements.

The Minister of Community and Social Services has initiated with AMO a joint review of the provincial-municipal social service delivery system. AMO greets this partnership approach to a comprehensive review of the roles, relationships and cost-sharing of provincial-municipal social service programs with enthusiasm.

Hopefully, all relationships, including the provincial-municipal one, can benefit from two-way dialogue. To facilitate this, AMO presents the following recommendations which could enhance our already good communication channels:

6.1 AMO recommends that the provincial Ministries allow at least ninety (90) days for public consultation for major policy reviews. (For example: white papers, draft policy statements under the Planning Act, public consultation reports, etc.)

6.2 The Association of Municipalities of Ontario suggests that all Ministries should be encouraged to approach the municipal sector at the earliest possible stage in the development of major government policy proposals.

6.3 AMO recommends that consultation with municipalities be more formalized by requiring a Municipal Impact Statement for all Cabinet submissions on legislation and programs affecting municipalities. This statement would include information on the extent of impact upon municipal services and municipal finance.

VII THE CABINET MEETING: REPORT ON DISCUSSIONS

Association leaders met with the Premier David Peterson on March 11th, at a special meeting of the Ontario Cabinet in the City of Cornwall. President John Gerretsen headed the AMO Executive delegation in the submission of a number of important municipal issues.

AMO's discussion with the Premier and the Cabinet focused on the increased responsibilities facing municipal governments. AMO observed that the continuing trend to hand over responsibility for government programs to the municipal level, as well as the question of increased educational costs, has had a significant impact on local taxes and programs. The Association requested that the future level of transfer payments to municipalities reflect these realities.

AMO also reiterated municipal concerns regarding deteriorating municipal infrastructure that have been well-documented by the Association and many other organizations to both federal and provincial governments. The Association, however, acknowledged the Ontario government's effort in the areas of roads and urban transit in the 1986-87 Budget. Nevertheless, it proposed that much more had to be done. AMO recommended, for example, that the Government phase in future environmental improvements with significant municipal cost components, pending financial agreements. It also recommended that the Province of Ontario pursue a tri-level financial agreement for infrastructure funding. On this particular point the President requested that the Premier seek to have the infrastructure funding question placed on the agenda of a future First Ministers' Conference.

The Premier agreed to undertake the task and requested that the President assist him by writing to his counterparts in each of the municipal associations across Canada, urging that they present a similar request to their Premier. Mayor Gerretsen agreed and advised that a letter would be forwarded shortly.

The President also addressed the provincial-municipal consultation process, expressing appreciation to the Premier and members of Cabinet. Mr. Gerretsen paid particular tribute to the Honourable Bernard Grandmaitre, Minister of Municipal Affairs, for his dedication, interest and effort on behalf of the municipal sector and the Association.

In reviewing the events of the past year and the increasing level of consultation, the President recommended several initiatives that could be undertaken to improve its effectiveness. In addition, he urged the Premier and the members of Cabinet to bear in mind that the Association speaks on behalf of a duly constituted level of government, a level of government that has been provided the authority to legislate and to act to serve the interests of the citizens of Ontario and whose representatives face the same electorate as those who serve as provincial and federal legislators. The Premier acknowledged the President's comments when Mr. Gerretsen proposed, in the strongest terms possible, that the Association's role should be recognized as being far beyond that of many other special interest groups in Ontario.

VIII Attendance

Cabinet Ministers

David Peterson, Premier, Province of Ontario
Robert Nixon, Treasurer of Ontario and Minister of Revenue
Ian Scott, Attorney General and Minister Responsible for Women's Issues
Lily Munro, Minister of Citizenship and Culture
Anthony Rupchecht, Minister without Portfolio for Citizenship and Culture and for Disabled Persons
Ronald Van Horne, Minister without Portfolio, Senior Citizens Affairs
Monte Kwinter, Minister of Consumer and Commercial Relations
Sean Conway, Minister of Education and Minister of Government Services
James Bradley, Minister of the Environment
Alvin Curling, Minister of Housing
Hugh O'Neil, Minister of Industry, Trade and Technology
William Wrye, Minister of Labour
Bernard Grandmaitre, Minister of Municipal Affairs and Minister Responsible for Francophone Affairs
Ken Keyes, Solicitor General and Minister of Correctional Services
John Eakins, Minister of Tourism and Recreation

AMO Executive Committee

John Gerretsen, Mayor, City of Kingston, President
Claudette Millar, Mayor, City of Cambridge, Immediate Past President
William Rice, Chief Commissioner, City of Sudbury, Administrative Vice-President
Doris Brick, Councillor, County of Peterborough, First Vice-President
Michael Dietsch, Councillor, Town of Niagara-on-the-Lake, Vice-President
Trip Kennedy, Chief Administrative Officer, Town of Renfrew, Vice-President
Michael Power, Mayor, Town of Geraldton, Vice-President
Clarence Abbott, Mayor, Town of Norfolk, Chairman, Rural Section (ROMA)
Ron Book, Councillor, Regional Municipality of Niagara, Chairman, County and Regional Section
Pat McIsaac, Councillor, City of Orillia, Chairman, Small Urban Section (OSUM)
Don Parfitt, Mayor, Town of Keewatin, Chairman, Northern Ontario Section
Alan Tonks, Mayor, City of York, Member of AMO Board of Directors

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85-3 Municipal Infrastructure in Ontario: Funding Inadequacies

85-4 Report of The AMO Joint Committee on Sewer and Water Services

85-5 Report on the Dog Licensing and Livestock and Poultry Protection Act

85-6 AMO Response to CMHC Proposed Changes to the Residential Rehabilitation Assistance Program

85-7 Intervenor Funding and Cost Awards by Provincial Hearing Bodies

86-1 Response to the Ministry of Housing's 1985 Non-Profit Housing Proposal

86-2 Compulsory & Binding Arbitration: A Proposal (1984 edition)

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86-4 Response to Ministry of Housing's Guidelines for the Redistribution of Funds under the Ontario Home Renewal Program

86-5 Report on Amendments to the Planning Act, 1983
Addendum to AMO Report 86-5

86-6 AMO Submission to Provincial Premier and Executive Council of Ontario

86-7 Response to the Provincial Government Discussion Paper on "Pay Equity"

86-8 Response to the Preliminary Report of the Advisory Committee on Municipal Liability Insurance

86-9 Response to the Report of the Commission on the Financing of Elementary and Secondary Education in Ontario

86-10 Housing Rehabilitation in Ontario

86-11 Response to the Foodland Preservation Policy Statement ($10.00)

86-12 Funding Income Maintenance in Ontario: Administration Costs

86-13 Report on Deinstitutionalization ($10.00)

86-14 Response to the Provincial Government's White Paper, "Municipal Industrial Strategy for Abatement (MISA)"

86-15 Response to "Issues and Options: An Interim Report on Municipal Elections in Ontario" ($10.00)

86-16 Response to the Ontario Right to Farm Advisory Committee's Report

87-1 A Proposed Model of Collective Bargaining and Required Amendments for the Fire Departments Act ($10.00)

87-2 Response to the Final Report of the Advisory Committee to the Minister of Municipal Affairs on Municipal Liability Insurance in Ontario

87-3 Response to the 1986 Draft on Flood Plain Planning Policy Statement

87-4 Response to the Rental Housing Protection Act

87-5 The Future of Social Assistance in Ontario - Report to the Social Assistance Review Committee ($10.00)

87-6 AMO Submission to Provincial Premier and Executive Council of Ontario

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